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ABSTRACT

This paper advocates giving urgent attention to improving the education and training of educational administrators and managers, realizing the need to respond to rapid and far-reaching political and social change worldwide, and to consequent change within national educational systems. The improvement of administrative structures and the development of human resources through effective educational leadership are seen as complementing strategies. It is argued that if administrators rely on their own previous experiences and on learning by trial and error, disastrous mistakes can occur when managing education in periods of unpredictable change. There is a strong case both for pre-service and for continuing in-service education and training. An overview is given of the education and training provision as it has developed in the twentieth century in the U.S. hemisphere and elsewhere. Achieving a creative and productive relationship between theory and practice is presented as an essential requirement of effective administrative training. The planning and the provision of programs of quality are considered, beginning with the identification of the training needs for different groups by means of appropriate research. The powerful, potential contribution of distance education is noted, taking account experience already gained by UNESCO and other bodies, and of promising technological developments. Finally, it is argued that the time is ripe for an imaginative new initiative, building on what has already been achieved by UNESCO and other agencies. A 39-item list of references is included. (DB)

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Professor M.G. HUGHES

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IMPROVING EDUCATION AND TRAINING FOR EDUCATIONAL ADMINISTRATORS AND MANAGERS: URGENT NEEDS

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IMPROVING EDUCATION AND TRAINING FOR EDUCATIONAL ADMINISTRATORS AND MANAGERS: URGENT NEEDS

1. SYNOPSIS

The paper begins by basing the case for giving urgent attention to improving the education and training of educational administrators and managers on the need to respond to rapid and far-reaching political and social change worldwide, and to consequent change within national educational systems. The improvement of administrative structures and the development of human resources through effective educational leadership are seen as complementing strategies. It is argued that reliance by administrators on their own previous experiences and on learning by trial and error can lead to disastrous mistakes when managing education in period of unpredictable change. There is a strong case both for pre-service and for continuing in-service education and training.

An overview is given of education and training provision as it has developed in the twentieth century in the American hemisphere and elsewhere. The involvement as course providers of government ministries and units and of universities and other educational institutions is noted, as well as the creation in some countries of specialist central institutes or staff colleges. Other patterns of provision are described. Among the trends and issues noted is the emerging recognition of equity, together with efficiency and effectiveness, as a major objective of improved education and training for educational administrators and managers.

Achieving a creative and productive relationship between theory and practice is presented as an essential requirement of effective administrative training. Various modes of action-learning, involving individual and group participation in simulated and real-life situations, are proposed as means of linking theory and practice.

The planning and the provision of programmes of quality are then considered, beginning with the identification of the training needs for different groups by means of appropriate research. The advantages, in terms of flexibility and multi-purpose use, of a modular course design are considered, and a three-tier structure is suggested which involves a basic level, a general level and a specialised level. A trial Modular Training Programme (MTP), supplied as an Addendum to the paper, is briefly described, and possible reservations are discussed. The trial MTP is recommended as a resource and an example which would need to be developed further and supplemented for use in a particular context and culture.

The powerful potential contribution of distance education is noted, taking account of experience already gained by Unesco and other bodies and of promising technological developments. Modularisation and distance education are seen as complementary concepts which will admirably reinforce each other in practice.

Finally it is argued that the time is ripe for an imaginative new initiative, building on what has already been achieved by Unesco and other agencies. Both intergovernmental and nongovernmental bodies and networks would have an important part to play. A set of general conclusions completes the paper.

2. SETTING THE SCENE

1. The challenge of unprecedented change

Political and social change on a massive scale in many parts of the world provide exciting new opportunities for educational advance and development. On the other hand, the rapid expansion of educational systems in many countries, often in adverse economic conditions, has placed heavy demands both on the central administration and on institutional management, and the problems have been particularly acute in a number of developing countries.

Major issues include the effective, efficient and equitable use of scarce resources and the vexed problem of achieving a good relationship between the world of education and the world of work. This paper will not seek to elaborate on these matters, which are likely to be fully considered at the International Congress, as proposed in the Draft Annotated Agenda. The writer wishes only to draw attention to the view expressed in the Education Section Policy Paper of the World Bank (1985) that, in general, the quality of the administrative and managerial expertise deployed has not matched the magnitude of the new demands which continually arise:

> "Despite efforts to cope with these demands, the development of national managerial, administrative and analytic capacities lag behind the growth in size and complexity of the educational enterprise. Some programmes of educational development suffer because of poor management." (World Bank, 1985, p.53)

Whether or not the World Bank's judgement would still be applicable in 1990, it has to be remembered that educational administraters and managers can only provide services within the severe parameters set by economic, social and political constraints. Participants at the International Congress will have a vivid appreciation of the constraints and pressures which apply in their own country.

Equally insistent are the pressures on administrators from within education itself. Account has to be taken of the rapidly expanding growth of knowledge and of educational technology. New developments and the re-assessment and reformulation of existing systems are inevitably accompanied by calls for more resources.

The roles ascribed by society to the administrators and managers of education at every level are undoubtedly crucial, complex and difficult. Their education and training is an urgent issue which deserves to be considered by the International Congress.

2. Improving structures and developing human resources as complementary strategies

To respond to the challenge of change close attention needs to be given to major issues such as the relationship of educational planning to educational administration, and the ways in which educational structures and processes can be improved. The question of centralisation versus various forms of decentralisation, which will be discussed under Theme 3 of the International Congress, is clearly an important general issue. It is noted here because of its implications also in relation to the education and training of educational administrators and managers.

In this context it is interesting to note that a report prepared by Malpica and Rassekh (1983), based on International Institute of Educational Planning (IIEP) seminars on multilevel plan implementation, included a perceptive evaluation of regionalisation in seven Latin American countries and individual studies of the approaches in Peru and Costa Rica. Recent developments worldwide also show the importance of achieving more flexible and differentiated structures without at the same time creating excessive fragementation.

A complementary need in responding to the challenge of change is the appreciation of the importance of the human dimension in educational organisation, as noted in the Draft Annotated Agenda, and this again has implications for the preparation and professional development of educational administrators and managers. It may be noted that this is not a new emphasis in administrative and management studies. The Human Relations Movement has long advocated the encouragement of the personal and professional development of staff as a means of enhancing the effectiveness of an organisation, while a social systems model of educational administration introduced by Getzels and Guba (1957) conceived of observed behaviour in educational organisations as the result of the interaction of two distinct dimensions, an institutional (nomothetic) dimension and a personal (ideographic) dimension.

A further advance is made as it is appreciated that improving organisational structures and promoting staff development are better understood as interpenetrating, overlapping activities rather than as distinct dimensions. Thus a modern management training consultant (Adair, 1983) conceptualises effective leadership in terms of three mutually overlapping circles which represent the task, the team and the individual. The administrator becomes an effective group leader as he/she is able to guide (not compel) the group to

(a) achieve the common task
(b) work as a team, and
(c) respect and develop its individual members.

Each of the three aspects in varying degrees involve both improving the administrative structures and developing the human resources of the organisation. It should not be assumed that these are simple matters which will just happen without deliberate measures being taken to increase understanding and to develop administrative skills, through planned professional development and training.

3. The case for improving the education and training of educational administrators and managers.

The case has many facets and could be considered at length. For present purposes it will suffice briefly to state four points which have frequently been advanced.

(1) Given a world of rapid and unpredictable change, the administrator or manager requires a clear understanding both of the general policy within which he or she has to operate and of the extent of the discretion which can be assumed. A sensitive appreciation of the applicable frame of reference and any special circumstances, in which it can be overriden or superseded, is highly desirable if decision-making is to be consistent and of high quality, rather than arbitrary and idiosyncratic.

(2) A resourceful and effective administator or manager does not simply rely on his or her own previous experience, which may be limited and unrepresentative without one appreciating that it is so. Exclusive reliance on one's own

experience disregards the possibility of learning from the experience and thinking of others. The point was well made by a highly regarded headmaster:

> "It is only fools who learn by experience. Wise men (and women) do not have to learn of the existence of every brick wall by banging their nose into it." (Jennings, 1977).

(3) If the newly appointed administrator or manager is given no preliminary training and simply has to learn from experience, i.e. by trial and error, a high degree of risk is involved for the organisation. Disastrous errors of judgement may be made while experience is being gained. Mistakes can be very costly in material terms, but even more so in their effect on human lives, especially if children are concerned. In education one simply cannot throw away the flawed product as expendable waste and start again.

(4) Experience in one situation is not necessarily applicable in another. It may even be positively misleading in periods of turbulence and change. Practice in the old setting may have little relevance in the new context, and a broader appreciation of possible approaches is likely to be needed to interpret behaviour or events in a new situation. There is therefore a strong case for in-service training on a continuing basis as well as for initial education and training.

The points made have deliberately been stated at a general level, and are broadly applicable to educational systems across the world which differ in size, complexity and state of development. There will be some cases in which, inevitably, short term considerations have to take precedence, and this will influence the priority given to different kinds of administrator preparation and in-service training. These are matters which will be discussed further in later sections of the paper.

In this section we have considered the challenge to education systems of massive environmental change and the consequent complementary needs to improve administrative structures and to develop human resources. The rationale for strengthening the education and training of educational administrators and managers has been examined. Given that the theme and basic concern of the International Congress is "Planning and Management of Educational Development", it is difficult to resist the conclusion that urgent attention to the education and training of educational administrators and managers world-wide is an essential precondition of the modernisation and development of the administration and management systems of education.

3. EDUCATION AND TRAINING PROVISION: AN OVERVIEW

1. Some early developments

Most of the provision for training educational administrators and managers has been established during the last two decades, but there were significant earlier developments, notably in the American. From the nineteen thirties on, a variety of courses were mounted in Latin America, while there was a strong tradition of administrator preparation in North America which developed a generation earlier.

According to Mascara (1980), the earliest example of provision in a South American country was an experimental programme to prepare educational administrators in Brazil

> "The first programme began in the 1930s, when the State of Sao Paulo included School Administration as a new field of study in training colleges and universities. For many years the new discipline was merely a required course and remained somewhat theoretical. Later the concept changed to be more in line with modern scientific thought; and a quasi-school of administration developed, set up by a small group of professors and lecturers from the Universities of Sao Paulo, Rio de Janeiro, Bahia and others." (Mascaro, 1980, p.257)

From the early years of the twentieth century there had been a commitment in the United States, which later spread to Canada, to the provision of formal preparation for school superintendents and other school teachers. The position was consolidated by licensure requirements. In the early days teaching was provided mainly by retired practitioners, and was much influenced by the scientific management principles which then dominated industrial and business management teaching. A new social sciences approach emerged in the nineteen fifties, which led to a considerable reassessment and renewal of administrative preparatory courses over the next decade. By this time a Master's degree in educational administration was an obligatory entry requirement for school administrators so the emphasis was firmly on pre-service rather than on in-service training.

By the nineteen sixties management development for educational administrators was also beginning to gain recognition in other parts of the world, in Australia, in the United Kingdom, in other European countries and in recently created independent countries. In 1963 the Unesco International Institute for Educational Planning was established in Paris and soon began to provide international training opportunities for educational planners and administrators.

2. Provision in 1980: some factual information

Culbertson (1980, pp 322-3) referred to over four hundred universities and other higher education institutions in the United States and Canada (375 in the USA, 30 in Canada) which were offering preparatory courses for educational administrators. How many of these, and how many others, were offering in-service programmes was not stated.

A document of the Unesco Division of Educational Policy and Planning also published in the same year gives an indication of the more modest provision worldwide (Unesco, 1980). The Directory was concerned with both educational administration and educational planning, and covered 129 countries. It identified decision-making and operational units, research bodies and information offices, as well as institutions involved in pre-service and in-service training. Eighty countries, i.e. 62 per cent, had one or more institutions which provided pre-service and/or in-service courses in educational administration and management. Of the other 49 countries, which included the Soviet Union and most East European countries, many had research institutions conducting research in educational management and administration.

As compared with the four hundred or so training institutions in North America quoted above, the number of institutions in the rest of the world known to Unesco in 1980 to be providing courses in educational administration or management was 259. Two thirds of them provided pre-service courses, just over a half provided in-service courses. A more detailed breakdown is as follows:

	Institutions
Pre-service only	125
In-service only	86
Both Pre-service and In-service ..	48
Total	259

The following table shows how the 259 institutions are spread across the world, using the broad division into regions to be found in the Unesco document but excluding the North America region (for which the Unesco information was incomplete), as previously noted. The table also gives a breakdown by course providers. The vast majority of the courses were provided either by universities or by other higher educational institutions. About a fifth were organised by a government ministry or agency and a small number by another body (international, regional or sub-regional):

Table: Breakdown by region and providers, of institutions offering pre-service and/or in-service courses in educational administration or management (1980 listing)

	TOTAL	PROVIDERS			
	NUMBER OF INSTITUTIONS	GOVERNMENT MINISTRY OR UNIT	UNIVERSITY	OTHER HIGHER EDUCATION INSTITUTION	OTHER BODY
Africa	54	10	15	27	2
Arab States	17	6	5	5	1
Asia and Oceania	39	3	14	20	2
Europe	89	25	26	36	2
Latin America	60	7	31	17	5
Totals:	259	51	91	105	12

The courses mounted by ministries or other government agencies tend to be of short duration, concentrating on imparting information on policy issues, particularly when changes are proposed which the administrators will need to understand, implement and justify. Those provided by universities and other higher education institutions are generally more diverse and broader in scope and objectives, raising issues of the relationship of theory to practice which will be considered in the next section. They range from seminars and workshops focused on particular skills or short-term needs to award-bearing courses, which may be full-time or part-time, and which offer opportunities to examine long-term issues in some depth. Courses provided by 'other bodies' include: at the international level the nine months Annual Training Programme provided in Paris by the IIEP for central and intermediate level planning and administration personnel; at the regional level in-service courses provided upon the request of governments by Unesco Regional Offices in Africa, Asia and Oceania and Latin America; at the sub-regional level in-service training provided, for instance, in Panama by the Instituto Centroamericano de Administración Y

Supervisión de la Educación (ICASE). Such courses provide opportunities to profit from the experience and perspectives of other nations, thereby gaining new insight on local problems and issues.

3. Varied trends and issues

A Unesco report (Bernéde, 1977), which resulted from a regional project, "Network of Educational Systems for Development in Central America", is still of relevance at the beginning of the nineties:

> "A growing trend is to be noted towards a more professional conception of the educational administrator. This trend is reflected in attempts to carry out structural reforms of the ministries in the six countries (Costa Rica, El Salvador, Guatamala, Honduras, Nicaragua and Panama), and has led to the establishment, sometimes on a trial basis, of training and qualification programmes for administrators in line with the requirements of reforms or educational development plans." (p.7)

Mascaro (1980) reported a similar trend in South American countries:

> "Based on expermentation and empirical inspiration, courses for the formation and training of educational administrators are being established in all South American countries. This trend started in the early 1970s. Simultaneously, practical holiday or weekend courses were established to improve, refresh and increase the knowledge of directors and supervisors, as well as other staff categories in the field of educational administration. The common goal of these programmes is to improve the skills and abilities of administrators and supervisors to enable them to support and guide teachers to attain higher levels of efficiency in their work." (p. 264)

A significant development in several countries has been the establishment of national training institutions for educational administrators. An early example was the Indian National Staff College for Educational Planners and Administrators in Delhi, established in 1972, which continued the previous work of the Unesco-sponsored Asian Institute of Educational Planning and Administration and became in 1979 a National Institute of Educational Planning and Administration. Similar institutions have been established in Bangladesh (The National Institute of Administration and Management, NIAM), in Kenya (the Kenya Education Staff Institute, KESI), in Malaysia (The National Institute of Educational Management, NIEM), in Mauritius (the Mauritius Institute of Education, MIE), in the Philippines (Institute for the Development of Educational Administrators, IDEA), in Sri Lanka (The Staff College for Educational Administration, SCEA), in Tanzania (Management Training for Educational Personnel Institute, MANTEP), and in Thailand (Institute for the Development of Educational Personnel, IDEP). Such institutions provide excellent means for national recognition of the education and training needs of educational administrators. They will be aiming to make a substantial contribution to meeting those needs and will also hope, through the quality of the leadership they provide, to be a positive influence in the educational system generally, including the training provided in other institutions. Whether the creation of such specialist central institutions or the strengthening of existing training facilities in other institutions is the better policy is a difficult issue which can only be decided in terms of the actual circumstances of a particular country (Rodwell, 1989).

An example of the distribution of administrative training within multi-purpose institutions of different kinds but subject to some central oversight and direction is provided by the

Soviet Union. Specific departments for the training of educational administrators and school principals have been established both in universities and in other institutions such as the Moscow State Teacher Training Institute. The training activities undertaken by these departments are co-ordinated by a Scientific and Methodical Committee which reports to the State Committee for Public Education of the U.S.S.R. Attention is given to the development and clarification of aims, the planning of curriculum variations and textbook supply, and the provision of opportunities for reflecting and generalising from experience (Private communication, January 1990).

The position in China, which the writer visited in 1988, is also of interest, involving an elaborate countrywide infrastructure of institutional units. A Central Institute of Educational Administration, situated in an impressive setting near the Imperial Tombs of the Ming Dynasty, is the apex of a system which involves institutional provision for in-service training at national, provincial, prefectural and county levels, as well as at a number of universities. Principals of primary schools are trained at county level; county level administrators and principals of most secondary schools at prefectural colleges; senior prefectural level administrators and principals of "key" secondary schools at a provincial college of educational administration; senior provincial level administrators, principals of secondary vocational schools and presidents of universities at the Central College of Educational Administration in Beijing. All courses, whether short-term or long-term (one or two years, leading to a certificate or degree), involve substantial practical assignments to integrate theory and practice (Zhang, 1986).

Using a great variety of training strategies and courses, it is evident that, in all parts of the world, increasing attention is being given to improving the education and training of educational administrators and managers. Major objectives have been to improve efficiency and effectiveness, and these continue to be emphasised. A new trend which has recently become apparent has been to add a third objective, equity, as a matter also of major concern in the administration and management of education. Issues such as decentralization, staff participation, community involvement and democratisation cannot be judged solely in terms of efficiency and effectiveness, but also require value judgements of what is just and equitable. This applies especially to equity for minority groups, particularly when ethnic and social-cultural factors are involved. It applies with special force to gender issues in view of the worldwide gender imbalance, both with respect to receiving education and with respect to appointment to senior administrative and management positions in education (Nayar, 1984; Davies, 1989). It will be recalled that at the final event of the United Nations Decade for Women, the need for radical change in education and in educational administration was particularly recognised. These are clearly matters which, together with the quest for efficiency and effectiveness, have to be addressed in administrator preparation and development.

4. THEORY AND PRACTICE: ACHIEVING THE CONNECTION

1. The relevance of theory

In courses across the world it has been found that an exclusive concern with day-to-day practical matters is liable to produce obsolescent solutions to problems which are constantly changing. If educational administrators are to cope adequately with issues of efficiency, effectiveness and equity in conditons of rapid change, a highly prescriptive, non-theoretical approach which simply seeks to provide precise answers to immediate 'nuts and bolts' questions of organisational maintenance is of limited usefulness. It is often the underlying assumptions of current practice which need to be questioned.

Administrative theory seeks to provide models and new perspectives which constitute a conceptual framework within which the underlying relationships within the world of experience can be better understood. It offers, in effect, a mapping of the territory within which the administrator has to operate. A map of the territory enables the traveller to choose and modify the route in accordance with the circumstances of the time. Drawing on the social sciences, the "reflective practitioner" (to use a phrase popularised by Schön, 1983, which would be instantly recognised in training institutions worldwide), is able similarly to achieve a sensitive appreciation of the diverse motivations and perceptions of organisational participants and of the complex patterns of relationships within empirical experience. In order to achieve a wider utility, the practitioner therefore has to learn to be "theoretical", gaining new perceptions of the territory to be administered as from a helicopter, but coming down to earth again as necessary. In a world of rapid and fundamental change it is the reflective practitioner who is able to take effective action which is also efficient and equitable.

2. Limitations of theory

It would be unrealistic, however to claim that all training courses are successful in achieving a productive relationship between theory and practice. This may be because the theory offered is out-dated, inappropriate, or inadequate, so it is clearly imperative that the trainers of trainers should be able to give trainers an appropriate appreciation of important new theoretical developments which provide fresh insights on problems of practice.

Problems also arise because of unrealistic expectations among practitioners and lack of understanding of the limitations which may apply.

Three such limitations will be noted:

1. Theoretical knowledge can seldom be applied directly so as to provide definitive answers to practical problems. Theory may clarify alternatives and provide better understanding, but difficult decisions still have to be made by the practitioner under pressure on inadequate evidence.

2. The priorities and interests of the theorist are long-term whereas the practitioner wants to get something done, often several different things, in a limited time. Differences in perspectives result in communication difficulties, the precise terminology of the theorist being dismissed by the practitioner as "meaningless jargon".

3. A further limitation applies particularly to traditional main-stream approaches to theory which implicity assume that theories and principles are universal, i.e. that they apply regardless of national and cultural differences. The uncritical transportation of theories and methodologies across the world, without regard to the qualities and circumstances of different communities, can no longer be regarded as acceptable. Thus a Unesco study of techniques for the improvement of school management (Van Gendt, 1976) was severely critical of "a tendency to transfer in an automatic manner the application of a management tool from one system to another and especially from developed to developing countries" (p.93). More recently, John Weeks, Executive Director of the Commonwealth Council for Educational Administration, in assessing professional development issues in developing countries, also warns that "Sometimes models urged upon Third World educational administrators do not fit comfortably into the alien environment" (Weeks, 1988, p. 384).

3. Linking theory and practice through action-learning

Action-learning involves the active participation of the student, using reality-orientated methods and materials. It may involve group activity exercises which draw on the experience and understanding of all members of the group, providing constant opportunities, under the guidance of a tutor, for scrutinising and challenging the theory-practice relationship. Alternatively it may consist of an individual on-the-job management development programme relying on guided field experience. This may take place in one's own institution or in other institutions. By emphasising application in concrete situations, both kinds of activity help to achieve a better understanding of administrative theory and its relevance. They also provide opportunities for that understanding to become evident in the development of new attitudes and interaction skills, which are essential requirements of effective administration and management.

Action-learning methods thus challenge the administrator-in-training, in the light of the various perspectives which administrative theory offers, to reflect on and analyse, the complex reality of administering education in specific situations. In so far as the action-learning is "for real", the participant is involved at two levels: firstly, in making decisions and taking appropriate action, and secondly, in becoming aware, both intellectually and emotionally, of the consequences of those decisions. There is thus an opportunity for affective development as well as increased understanding, in a manner well beyond what can be achieved through the usual lecture or individual reading programme (Wynn, 1972).

4. Modes of action-learning

Case Studies

The case method, much used in public and business administration, provides a flexible and convenient means of focussing attention on complex, real-life, problems. The case is essentially a narrative of events which presents a real or fictitious situation and leads to a decision or group of decisions. In a good study sufficient background information is provided to make analysis and discussion meaningful and worthwhile for practitioners, while giving an opportunity to test out the applicability of concepts and skills.

Broadly there are two kinds of case study. A 'descriptive' case presents a problem in context and reveals how it was dealt with. Its discussion will include consideration of the alternative solution that might have been available, an evaluation of the decision made, and an analysis of the constraints and values that led to that particular solution. An 'issue case' also describes the problem in context but stops at the point of decision, enabling the group to suggest solutions, consider consequences, and come to a decision, individually or as a group. It is the second kind of case study which places the learner directly in a dynamic action-learning role.

The case method attaches great importance to context and its ramifications. It is thus an advantage of case studies that they can be written or adapted to take account of different national contexts, their discussion taking place within the accepted values of particular cultures. Two international resource books of case studies, one for school administrators (Harris, 1982) and the other for administrators in post-secondary education (McCaig, 1985), have been published by the Commonwealth Secretariat. As Rex Akpofure observed in his preface to the earlier volume, "It is the great advantage of the case study approach that, as a flexible instrument which can be adapted to match specific requirements, its use for training purposes recognises local circumstance as well as general principle".

Simulation Exercises

A simulation involves the creation of a model of reality under controlled conditions, participants being required to undertake the kind of activities which would occur in the real-life situation. Elaborate simulations of educational administration activities have been produced in the United States, notably by the University Council for Educational Administration, which include films, slides, tapes, computer discs and detailed documentary materials. Simulation can also be much simpler, consisting of brief background information, a description of the event simulated and of the task to be carried out. Such exercises can more easily be modified as circumstances change, and the problems of obsolescence are less daunting than for complex simulations using costly materials.

A widely used format, for focussing a simulation on a specific role is an in-basket or in-tray exercise. A variety of papers are supplied which represent the letters, telephone messages and internal memoranda which are supposed to have accumulated in the in-basket of a particular office-holder, together with any necessary background information. Course participants are invited to adopt the designated role and deal with the in-tray items, assessing priorities and deciding on the action to be taken, immediately and long-term, drafting responses as appropriate. Subsequent group discussion provides an opportunity for considering the advantages and disadvantages of different solutions and styles of operation, and also for identifying matters which appear to require further attention.

Role Play

Role play usually occurs as an extension of case and simulation methods, particular roles being assigned for enactment by different members of the group. Guidance concerning desired role performances may be given to each player individually, while the general background of the situation to be enacted is explained to the group collectively. Critical situations which can usefully be studies in this way would include staff appointments, including the appointment of a school principal, a faculty meeting to discuss controversial issues such as school self-appraisal, and a meeting of the board of governors to consider a critical report from the school inspectors and the principal's response.

To broaden perspectives it can sometimes be a useful device for real-life roles to be reversed, i.e. for the supervisor to play the supervised and vice versa. As with the other action-learning activities, it is essential to allow adequate time for a debriefing session in which intended and perceived role performances are clarified and analysed. How different approaches or responses by key persons might have led to different outcomes is a matter which can usefully be pursued, providing an opportunity for linking styles of intervention with likely differences of perspective on organisations.

On-the-job Management Development, including Self-Evaluation and Institutional Evaluation Activities.

Action-learning for all the staff of an institution can occur when there is a wide measure of agreement on an institution-based staff development programme. To be successful, such a programme needs to involve the senior management and the principal as well as other participants, who have to be convinced that it is to be a genuine learning experience at all levels, and that they will have a voice in determining training needs and how those needs will be met.

An associated action-learning technique is for staff members, using whatever format is agreed among them, to be involved both in self-evaluation activities, which can be private to themselves, and collectively in an institutional evaluation exercise. The latter can draw on external advisers, if desired, but must not be part of an external inspection for accountability purposes if it is to retain credibility as professional development.

In many parts of the world there are encouraging examples of on-the-job management development on an institution-wide basis. There is a considerable literature on what is known as Organisation Development (OD), or alternatively as Human Resources Development (HRD). In contrast to Management by Objectives (MBO), which is typically perceived as top-down actitivity with limited opportunities for significant contributions from below, OD/HRD is essentially a joint action-learning activity for the whole staff. The aim is fully to involve organisational members themselves, sometimes with guidance from consultants, "in the diagnosis, transformation and evaluation of their own social system", as explained by Schmuck (1982), a leading exponent of OD. The approach works well when participants perceive themselves as genuinely the "owners" both of the programme and of its outcome. It becomes sterile if members see themselves as being manipulated or under threat as a result of the self-evaluation activities in which they have voluntarily participated. Much depends on both the authenticity of the leadership provided by top management, and the corresponding readiness of the membership to respond.

Planned Visits, Placements, Internships and International Exchanges

Whereas action-learning under the last heading involved getting to know better one's own institution, the field-related experiences under this heading involve access to other institutions. They may occur as part of an administrative training programme in which a senior administrator is involved. They might also arise as a result of an institution's Organisation Development programme, if it were decided, for instance, that certain heads of department needed to become familiar with the functioning of similar departments elsewhere.

Gaining insight into the working of other organisations through planned visits can be a valuable learning experience even for experienced administrators. Except on such privileged occasions school and college principals and their senior staff do not have the opportunity to learn in depth about the administrative problems of other institutions through visits and the asking of searching questions. This applies whether the visits are to other educational institutions or to commercial or governmental organisations, and the quality of the questioning should reflect the theoretical understanding of key issues already gained. In the writer's experience at Birmingham University of arranging such visits annually for groups of secondary school heads, a group session for joint analysis after each visit proved to be an invaluable opportunity for linking theory with practice.

In the pre-service education and training of novice educational administrators short-term placements or longer-term internships are likely to be more helpful than brief visits, which are liable to be superficial occasions for inexperienced visitors. If there are several placements the trainee should be able, with tutorial guidance, to recognise differences both of organisational climate and of theoretical perspective and their consequences. In the case of a longer-term internship, there will normally be an attachment to an experienced senior administrator, who will preferably himself or herself be a 'reflective' practitioner with a good working relationship with the trainee's tutor. Given such fortunate circumstances, substantial field experience is likely to get closer to the reality of actual administration than even the best case study or similation exercise in the lecture room.

Where circumstances permit, planned visits, and even placements, can be to administration systems and institutions in other countries. Thus Carlos Malpico (1980, p. 17), considered possible means of promoting international co-operation in the Andean countries of South America:

> "Excellent opportunities are afforded by inter-country exchanges in our region because of the similarity of our problems and education systems. What is more, in terms of relative development, achievements vary from country to country so that the experience of one country can be very useful to another and this can provide wide scope for mutual assistance. There can be exchanges of information, documentary material and personnel, and contacts through events of various kinds".

One can similarly note the Regional Visiting Fellowship Scheme for Young Administrators which has been developed by the Commonwealth Council for Educational Administration (CCEA).

The various modes of action-learning described can do much to reduce the tension between theory and practice. Some residual tension will remain, and this, paradoxically, may be no bad thing. As observed at the end of a more extensive study of theory and practice in educational management, "Tension can... be dynamic and creative, leading to deeper understanding and to a consequent improvement in the practice of educational management" (Hughes, 1987, p.33)

5. PLANNING AND PROVIDING PROGRAMMES OF QUALITY

1. Ascertaining needs

Systematic research to determine educational and training needs is highly desirable if the resulting programmes are to be appropriate and effective. The research should include:

(i) a review of the context within which the administrators operate to determine the nature and scope of their responsibilities and the expertise they need to display. Appreciation is required both of the situation as it now is and, as far as possible, of likely changes, internal and external, for which the role occupants need to be prepared.

(ii) a survey of the views of the administators themselves, preferably involving also their immediate superordinates and subordinates, concerning their perceptions of present and future management training needs and of the means by which they might best be satisfied.

Studies in industrialised countries have shown recognition of the value both in pre-service and in-service training of systematic courses leading to a degree or diploma as a means of meeting long-term career needs. At the same time there is support for the provision of flexible programmes of short courses of more immediate relevance which can focus on specific topics or skill requirements. It has also been suggested, e.g. in a study of the needs of school administrators in England and Wales, that the two strategies can be regarded as complementary, and that short courses can "be cumulatively structured to be more than a series of isolated experiences for course members" (Hughes et al, 1981,,

p.220). A related project on management training needs in further and adult education specifically recommended a modular approach:

> "There is a strong case for the development of an overall strategy for management training which incorporates a range of opportunities, preferably on a modular basis, to meet the varying requirements of staff. There is considerable readiness among practitioners to take up such opportunities" (Williets, 1982, p.222)

In many developing countries also, both long-term and short-term needs have been recognised. As shown in the previously cited Unesco (1980) survey, courses of many kinds are being provided by higher education institutions, by various governmental and special bodies such a staff colleges, and by international agencies.

2. Modular courses as a means of meeting a diversity of needs

The case for providing modular courses to meet training needs can be made on a number of counts. Four salient considerations are given below:

(1) Flexibility. The organisation of studies in self-contained units, with clear guidance when courses should be taken sequentially, enables choices to be made to meet the particular education and training needs of different kinds and levels of administration, as well as to take account of differences in the starting points of students.

(2) Responsiveness to changing needs. The modular structure enables a rapid response to be made to changes of circumstance which create new training needs. New modules can be developed and incorporated in the framework, modules can be withdrawn or modified as appropriate, and some modules may be left intact and unchanged.

(3) Part-time study. In many countries the bulk of the education and training provision for professional advancement is in-service and has to take place on a part-time basis, i.e. while working full-time. A modular structure provides a convenient means of pursuing relevant courses over a period of time, credit towards a recognised qualification being accumulated step by step.

(4) International recognition feasible. Modules can be developed which are recognised to have international applicability, action-learning methods, such as those discussed in the previous section, being used to link the theory and its broad application to a specific national context. There can be further modules, created for internal use in a particular country, which respond directly to national or regional needs. It may be found, however, that a combination of internationally applicable general modules and a country-specific action-learning programme is a satisfactory means of meeting needs at national level. There is the added convenience of the possibility of the use and recognition of such general modules across national frontiers, allowing the accumulation of some modular course credits in one country to be counted, under specified conditions, towards a degree or diploma in another country.

3. A possible structure: courses at three levels

The following three level structure has been proposed by Hughes and Rodwell (1988) as a means of accommodating a diversity of needs for the education and training of educational administrators and managers:

1. The Basic Level

At this level the main concepts of organisational theory relevant to educational organisations are introduced, providing a framework of approaches and perspectives which can be drawn on and further developed in subsequent studies. There is an immediate challenge to the course tutor, for basic modules can appear to the student to consist of indigestible chunks of theoretical material, the applicability of which is not immediately obvious. This is where the action-learning techniques already considered in Section 4.4 can be of crucial importance as strategies to assist in understanding and to avoid an uncomprehending rejection of new ideas by participants unused to conceptual analysis. On the other hand exemption from a basic module might be granted to a student who has already successfully completed a similar course elsewhere.

2. The General Level

It is in modules at the general level that the broad generic skills of administration and management are taught and considered in relation to the perspectives and approaches to organisations introduced at the basic level. While there are general concepts, such as leadership and evaluation, which have relevance across the educational system, their detailed discussion has to take account of specific context. In considering personnel administration and resource management and in the development of skills in problem solving and decision making, regard is again required both to a common conceptual framework and to the constraints and limitations of the particular sector or sub-sector of the educational system under consideration. An action-learning mode of proceeding is almost obligatory for successful learning. The learning materials provided for a homogenous group (such as, for instance, the principals of large secondary schools in a particular urban area) can then be very context-specific, but their analysis and discussion should draw on concepts and perspectives of general application.

3. The Specialised Level

At this level one is concerned not with the broad generic skills of administration and management but with areas of specialised knowledge and expertise. A particular student would normally only take a small number of modules, perhaps only one, at this level, and no one tutor could expect to have expertise in all the areas offered.

Action-learning methods may be taken for granted at this level, and are likely to be predominantly field-related rather than simply based on simulation or case method. The individual student will increasingly be involved in developing appropriate action-learning programmes.

4. A trial Modular Training Programme (MTP)

In order to explore the feasibility in an international context of the modularisation of courses for educational administrators and managers, the writer, working in collaboration with Dr Susie Rodwell, former Research Officer at the London University Institute of Education, was invited by the Unesco Division of Educational Policy and Planning to develop a trial Modular Training Programme (MTP) for the training of trainers and other personnel in educational administration and management. A copy of the resulting draft document is circulated to the International Congress as an adjunct to this paper.

In accordance with the three level approach outlined above, the modules are arranged in three categories, basic, general and specialised. For each module objectives are specified and a general overview is given, and these are followed by details of suggested content, and a short bibliography for illustrative purposes. It could be considered that the basic level content, together with an appropriate practice-oriented project or action-learning assessed activity, might qualify for a diploma in educational administration/management. A master's degree programme, building on the basic level content, would include several modules at the general level and one or more options from the specialist level.

It is envisaged that individual modules or parts of modules, might also be taken as free-standing courses in appropriate circumstances. It is possible that some participants, initally only committed to attending one or two such courses, would become motivated to complete the course assignments necessary to permit their participation to be formally recognised as units of a modular diploma or degree programme. What begins as a limited commitment to short-term training may thus be transformed, given some flexibility in the registration procedures, into a long-term educational experience likely to have a more lasting and more far-reaching effect on administration behaviour.

5. Possible reservations concerning the trial MTP

The authors were asked to draft an education and training modular programme outline which, at least as a prototype, would be applicable worldwide. It must be admitted that in carrying out such an assignment, it is difficult <u>not</u> to give the impression that one is claiming that theories and principles can be propounded which are universally valid. This is an unsafe assumption, as already noted in our earlier discussion of the limitations of theory (see Section 4.2). In dispelling such an impression, Module No.4, Sociological and Cultural Perspectives, may be helpful in that it gives attention both the consensual/holistic approaches and to pluralistic/conflictual approaches. It is through such analysis that national and cultural differences can be recognised and consideration given to the political and cultural factors to which administrators and managers need to be sensitive in a particular society.

A somewhat similar reservation arises, perhaps inevitably, from the fact that administration and management theory generally, and educational administration theory in particular, has largely been developed in metropolitan countries and relates specifically to the circumstances of those societies. Most of the theorists are unfamiliar with the very different circumstances of developing countries, and have little appreciation, for instance, of the problems of administration in small states (Bray, 1987, Farrugia and Attard, 1989). Since the available literature is, in general, unhelpful in this respect, a conscious effort is required of tutors using the trial MTP and any similar internationally available training programme to test and question the applicability of concepts and processes in the particular system and society within which the training is taking place.

A further reservation will be appreciated particularly by those who do not normally use the English language. The references given are almost entirely in English, and relate

mainly to the situation in Anglophone countries. The draft modules and their bibliographies would clearly be enriched if supplemented, and modified as necessary, to take account of relevant literature in other languages and, in particular, in the present context in the two other offical languages of the International Congress, French and Spanish.

It is hoped that the above considerations will be borne in mind by respondents to the appended short questionnaire, prepared to assist in obtaining feedback in order to refine the trial MTP. Members of the International Congress are invited either to respond themselves (full bibligraphic references, in all languages, will be particularly welcome), or to arrange for the questionnaire to be completed by a relevant person and returned as soon as possible.

6. The trial MTP as a resource and a challenge

No refinement of an internationally conceived modular training programme can make it applicable, without some adpatation, to meet the education and training needs of educational administrators and managers in particular countries and regions. What the trial MTP can do is to provide a resource and an example, which can then be adapted, developed and supplemented with appropriate material of relevance in a particular context and culture.

There are two further challenges to which the trainers of trainers, in particular, may wish to respond. The first is to develop context-specific modes of action-learning, as considered in Section 4, which will enable the appropriateness of the new perspectives and theories of the modules to be tested against reality in a particular place and at a particular time. It is by having regard to the full complexities of real life that action-learning activities, whether simulated or field-related, can be created which will enable the modular programme as presented, to be an effective link between theory and practice.

The second challenge is to devise distance learning materials within the framework of the modular structure which are appropriate for long-range individual study in the particular society. As compared with an unplanned and spontaneous teaching approach, modularisation is a mode of organising study which appears to be particularly suited to distance learning programmes. These matters are considered further in the next section.

6. DISTANCE EDUCATION IN TRAINING EDUCATIONAL ADMINISTRATORS

1. The cost-effectiveness of distance education

Distance education involves the separation of teacher and learner in space and/or time and requires the use of specially prepared learning materials, which may include correspondence texts, collections of readings, radio and television broadcasts, audio and video recordings. It requires more than casual reading, viewing and listening, relying on organised two-way communication between the learner and a central institution, which may take place in a number of ways. It may be confined to contact-at-a-distance by correspondence, telephone or radio, or it may involve face-to-face meetings for seminars, tutorials and counselling. The learner can study alone or as a member of a group, which meets or, in a widely scattered area, is linked by telephone or radio.

A major advantage for adult learners and their employers is that full-time employment need not be interrupted, study being undertaken outside working time, mostly at times determined by the learner. The fact that the learner continues to earn while studying is a factor in reducing total cost. If the numbers involved are considerable, distance learning is likely, in any case, to be cheaper than conventional teaching, which requires more, and more intensive, face-to-face teaching. A Commonwealth Secretariat report (1988a, p.56) concluded that, where job release is required, as in professional and technical education, and numbers are substantial, "open and distance education for that sector offers significant cost benefits over conventional provision".

2. Sparsely populated areas as a special case

As a means of providing education and training for educational administrators and managers in sparsely populated areas, distance education deserves particular attention. This applies both where there is a scattering of population overland and also where there is a wide dispersal of small island states as in the Pacific Ocean. In both cases it may be unrealistic to bring together the persons concerned in one place on a regular basis.

A case study of professional development opportunities for isolated educational administrators in Queensland, Australia (Ashby et at, 1983) shows that the issue is not only of relevance in developing countries. Using five separate indicators to construct a 10-point scale of isolation, the study concluded that a significant proportion of the state's principals and teachers suffered from isolation. A Leadership Training Network was proposed to develop and evaluate materials and programmes to meet the needs identified.

There is the additional point that, where the communities are widely scattered and there is a scarcity of suitable tutors and of the experts, whose skills need to be drawn on, distance learning becomes the only effective means of using the expertise available.

3. Examples of relevant distance learning worldwide

Well known examples of fully developed distance learning networks are provided by

(a) Spain's Universidad Nacional de Educación a Distancia, which operates in close association with over 50 associated centres, each responsible for its own delivery and student support services, and

(b) the United Kingdom's Open University, with its network of 250 study centres administered by 13 regional organisations which has a strong involvement in the teaching of educational administration and management.

An early example of distance teaching in educational administration, reviewed by Duignan and Teather (1985), was an external studies programme at the University of New England, Australia.

A review of distance learning courses in the Third World (Young et al, 1980) identified over 120 course. This was without including degree courses such as, for instance, the Master's degree correspondence course for educational administrators of Pakistan's Alama Iqbal Open University (Habib, 1978). A study of distance learning in Commonwealth countries (Commonwealth Secretariat, 1988a), reported that 107 institutions were providing continuing education courses and that 69 were providing postgraduate courses.

Unesco's Regional Offices, and notably the Bangkok Office (Unesco Roeap, 1979), have been active over many years in developing distance teaching materials for educational administrators. Building on this experience, a Unesco Workshop held in Paris in 1980 (Kaye, 1980) agreed on a more extensive project to be initiated by EPP Division which would also involve the Regional Offices and the IIEP. The outcome was a series of Training Materials in Educational Planning, Administration and Facilities (Unesco DEPP, 1982-7).

A commendable feature of the Regional Office activities, as noted by Kaye (1980), was the combination of independent study, correspondence tuition, workshops, field visits and instructional follow-up. Reports of other successful distance learning projects also stress the importance of the adequate provision of strong systems of study-support (Commonwealth Secretariat, 1988a). What is feasible in terms of providing workshops and group activities will depend on local conditions. The organisational feature which has been found of particular importance is that a restricted number of tutors should interact with an an individual student, who should also have access, if possible to a trained counsellor, who is not involved in providing tuition. Good study-support ensures that a high proportion of the students complete their courses.

4. New possibilities through advances in communication technology

Printed materials have become easier and cheaper to produce with the development of offset litho, making it more feasible for distance-teaching institutions to print their own documents. The advent of word processors and associated laser printers also provides access to facilities with considerable potential for simplifying the production of printed materials.

Radio and audio cassettes provide relatively cheap means of illustrating and supplementing printed materials. Radio has been widely used in distance learning for many years, its use as a back-up for correspondence courses being reported, for instance, by the University of Nairobi and the University of Zambia. Audio-cassettes, which have become widely available more recently, have the advantage of greater flexibility, being available at will and as many times as desired, rather than at a time determined by broadcasting authorities.

Television and video-cassettes can have a powerful impact, but their considerable cost is liable to be a constraining factor. A Commonwealth Secretariat survey (1987) found that, for that reason, television was not being extensively used in distance education. Video is a more flexible medium, and the fact that videos can again be played and replayed as the learner pleases make them a very effective learning aid.

Satellite communication has the advantage that its costs do not vary with distance. It can be used for instant transmission of data, audio signals and television, both one way and two way. Its use in distance education has been reported in India, Kenya and Uganda and by the Universities of the South Pacific and of the West Indies (Commonwealth Secretariat, 1987). A study by Haughey and Murphy (1983) provides an assessment of an interactive satellite system as a resource used for the continued professional education of educational administrators in isolated rural settlements in British Columbia, Canada, and concludes:

> "Modern telecommunication systems make continuing professional education a reality for professionals working in remote and isolated regions of British Colombia. These individuals should not be denied the opportunity to improve their professional competence because they are willing to work in frontier communities." (p.4)

Satellite communication is clearly of great potential interest for the development of distance education in administrator education and training.

5. Modularisation and Distance Education as complementary concepts

The systematic design of teaching materials for distance learning involve a substantial team effort, which requires clearly formulated objectives and a careful analysis both of discrete areas of subject content and of their inter-relationships. The content to be included in a particular area or sub-area needs to be specified and decisions made as to the extent and nature of the material to be produced in different modes. Consequential decisions have to be made on learner activities, self-assessment devices, assignments for course assessment purposes, and the feedback and inter-action envisaged between learners and the distance education staff.

In designing a modular course structure it is similarly necessary to conceptualise discrete areas of subject content, their inter-relationship and the extent to which they need to be taken sequentially. Modules have to be specified in terms of objectives, general scope and specific content, as well as in terms of the contribution they will make to a recognised qualification. It will be recognised that modularisation and distance learning involve highly compatible structures.

It may further be argued that it would be difficult to envisage a distance education course of any complexity which is not modularised. It is a modular structure, such as the one adopted at three levels in the trial MTP, that can be used for facilitate planned and explicit provision, by distance education, of the diverse education and training needs of educational administrators for whom conventional courses are not accessible. Conversely teaching materials prepared for distance education purposes can also be used, sometimes unchanged and sometimes modified to suit local conditions, to supplement and enrich a conventionally conceived modular course which involves face-to face tuition.

7. SCOPE FOR INTERNATIONAL INITIATIVES

1. Intergovernmental bodies

Reference will briefly be made to programmes with potential for advancing the education and training of educational administrators and managers emanating from Unesco and from other intergovernmental bodies.

(1) Unesco

This paper has already referred to the pioneering work individually and collectively, of the three Unesco Regional Offices for Education: in Latin America and the Caribbean, located in Chile (OREAC); in Africa, located in Senegal (BREDA); and in Asia and Oceania, located in Thailand (ROEAP). Each has been active in research and information, in distance education projects and in providing in-service training as requested by member states in their areas.

The Unesco Division of Educational Policy and Planning in Paris also carries out upon request and under agreement in-service training in educational planning, administration and facilities for national officials. It undertakes research on these topics and disseminates information through its "Reports and Studies" series. Its comprehensive series of Training materials has already been mentioned.

The International Institute for Education Planning, established by Unesco in 1963, is an international centre for research and advanced training which contributes, through its nine months Annual Training Programme and short specialised courses, to the training of planning and administratrive personnel (at central and intermediate levels) from Ministries of Education. It also publishes a wide range of material which is of relevance to education and training in educational administration and management.

Through its various agencies Unesco is clearly well placed to take a major initiative in this area, also encouraging and co-ordinating activity by other relevant international and regional bodies.

(2) Other Inter-Governmental Bodies

Four such bodies which are involved in activities of relevance to this paper, will be mentioned.

(a) The Organisation for Economic Co-operation and Development (OECD) has been active through the courses, conferences and publications of its Centre for Educational Research and Innovation (CERI). Of particular significance for the training of school administrators are the recent publications of the International School Improvement Project (ISIP), which has involved 40 institutions in 14 countries (Henley, 1989).

(b) The Council of Europe, through its publications and its Documentation Centre for Education has been specifically concerned with management ttraining for school administrators. This resulted, for instance, in an international research workshop and an edited volume (Hegarty, 1983). Recent developments in Europe may be expected to lead to a widening of the Council's interest in this area.

(c) The Commonwealth Secretariat, through the Education Programme of its Human Resource Development Group, places considerable emphasis on training in educational administration. Its recent publications include a resource book for educational administrators (Halliday, 1989) and another for multi-functional administrators in small states (Farrugia and Attard, 1989).

(d) The Commonwealth of Learning, establish in 1988 with Dr James Maraj, formerly Vice-Chancellor of the University of the South Pacific as First President, is a new international organisation created to promote distance education throughout the Commonwealth. Among its activities it will seek to support the development of new materials to meet identified educational needs and it is understood that the professional training of educational administrators is regarded as an area of considerable interest and one in which the Commonwealth of Learning hopes to initiate some activity. Such activity could clearly be of relevance to the main thrust of this paper (Commonwealth Secretariat (1988b).

2. A role for non-governmental bodies

Three organisations may be mentioned, whose interests are of relevance.

(1) Inter-American Society for Educational Administration (ISEA)

The Society bring together individuals, institutions and professional organisations dedicated

to educational administration in the Americas and aims to foster inter-American co-operation in this area. The Society was founded, with the approval of representatives from twenty-five countries, at an Inter-American Congress on Educational Administration held in Brasília in 1979, the first President being Professor Benno Sander from Brazil. A second Inter-American Congress, held in 1984, reviewed the operation of the Society and re-elected the President, who is now located at Junín 1940, 1113 Buenos Aires, C.F. Argentina.

(2) The European Forum on Educational Adminaistration (EFEA)

Established in 1977, the European Forum consists of individuals and national groups committed to the improvement of educational adimistration. It holds a biennial conference, also publishing a Newsletter in English and French, and is likely to extend its membership and network as a result of recent developments in Europe. Present headquarters are at the Swedish Forum Secretariat, Krageholmsgatan 27, S-216, 19 Malmö, Sweden, the current Chairman being Eskil Stego.

(3) Commonwealth Council for Educational Administration (CCEA)

Established in Australia in 1970, with Professor William Walker as first President, the Council fosters close links among those concerned with improving educational administration in Commonwealth countries. It does so, with the financial support of the Commonwealth Foundation, through publications, workshops, conferences, exchanges and travel scholarships for practitioners. The Executive Director, Mr John Weeks, is located at the Faculty of Education, University of New England, Armidale, NSW 2351, Australia.

Each of the above bodies and their associated national associations, as voluntary non-governmental bodies, could provide valuable assistance to a worldwide initiative intended to advance the education and training of educational administrators and managers.

3. Networks at international and regional levels

An informal network at international level is the Quadrennial International Intervisitation Programme in Educational Administration (IIP), held in different countries every four years since 1966. Each of the three non-governmental bodies noted above, ISEA, EFEA and CCEA, is represented on the Standing Committee of IIP, together with the U.S.- based University Council for Educational Administration (UCEA), which brought together the first IIP in 1966.

Perhaps the best examples of large regional networks are those developed in Latin America and the Caribbean, in Africa and in Asia and Oceania through the work of the Unesco Regional Offices. Three examples must suffice of effective regional networks on a more limited scale. They are: The Instituto Centroamericano de Administración y Supervisión de la Educación (ICASE) in Panama, the Centre Africain pour le Formation et la Recherche dans le Developpement de l'Administration (CAFRAD) in Tangier, and the biennial and peripatetic South East Asia and Pacific Region Educational Administrators and Managers Symposium (SEAPREAMS), which took place in Singapore in 1989.

Networks such as the above, in addition to the non-governmental bodies already mentioned, provide a rich source of expertise and committed, concerned personnel who would be in a position to contribute to any initiatives for the improvement of education and training for educational administrators resulting from the work of the Unesco International Congress of March 1990.

8. CONCLUSIONS

1. There is an appreciation worldwide of an urgent need to improve education and training for educational administrators and managers.

2. Information is limited concerning present provision. For some countries no information has been available. Encouraging developments are taking place in many parts of the world.

3. The need to establish an interactive and productive relationship between theory and practice is widely appreciated.

4. Experience suggests that case studies and simulations and a variety of field-related experiences, local, national and international, can contribute significantly to bridging the gap between theory and practice.

5. A modular structure, with modules programmed at three levels, basic, general and specialised, provides a useful framework for course development.

6. A trial Modular Training Programme (MTP) which was commissioned by the Unesco EPP Division, is now available and can be a stimulus for further development.

7. A training programme conceived in international terms can inevitably only make a partial contribution to meeting specific regional and national needs. The trial MTP should therefore be used mainly as a resource and an example, to be modified as desired, by those developing training programmes for particular countries or regions.

8. Distance education, which is highly compatible with modularisation, has been used to good effect in education and training for educational administrators and managers, and its further use should be considered.

9. A new initiative at international level is highly desirable, but requires careful planning to make full use of the experience and expertise of Unesco and other agencies and non-governmental organisations. A decisive first step could be taken in Mexico at the International Congress on the Planning and Management of Educational Development in March 1990.

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Appended Documents:

1. Modular Training Programme: Educational Administration and Management (The trial M.T.P.)

2. The trial M.T.P. Questionnaire.

THE TRIAL M.T.P. QUESTIONNAIRE

N.B. In responding to the Questionnaire please use additional sheets as necessary.

1. The MTP uses a three-tier framework of Basic, General and Specialised Modules. Is this an appropriate structure?

2. The Basic Modules

a) Any general comments?

b) Consider in turn the suitability of each outline for use in an introductory training course.

c) Are there specific changes you would recommend Suggestions (in full detail, please) of possible additions to the Bibliographies would be very welcome.

3. The General Modules

a) Any general comments?

b) Do the outlines successfully identify and focus on the key tasks of educational administrators and managers?

c) Are there specific changes you would recommend? Suggestions (in full detail, please) of possible additions to the Bibliographies would be very welcome.

4. The Specialised Modules

a) Any general comments?

b) Do the outlines provide appropriate general guidance and structures for those proposing to undertake in-depth study in selected areas of practice?

c) Are the specific changes you would recommend? Suggestions (in full detail, please) of possible additions to the Bibliographies would be very welcome.

5. Overall comments and suggestions are invited.

Responses will be greatly appreciated and should be submitted in one of the languages of the International Congress c/o Mr L Tiburcio either at the Congress Secretariat during the International Congress or at the Division of Educational Policy and Planning, Unesco, 7 place Fontenoy, 75700 Paris, France.

Respondents are invited to give their names or designation and full address. Thank you.

February 1990 M.G.H.